

## ANNEX S FOOD MANAGEMENT

### I. SITUATION AND ASSUMPTIONS

- A. Food is a basic necessity both for the victim and non-victim of a disaster and also for emergency workers.
- B. During a disaster the following situations may arise:
  - 1. Food is available but cooking facilities are not.
  - 2. Neither food nor cooking facilities are available.
- C. Normally food can be re-supplied to a disaster area within 24 hours.
- D. Normally portable-cooking facilities can be made available within 24 hours.
- E. Any disaster, which results in congregate shelter being made available, necessitates mass feeding.
- F. If preparatory time, in the form of a public warning, is made available to the population before a disaster, it will normally result in a run on food stores.
- G. The threat of, or the conducting of, a major conventional war could result in food shortages necessitating rationing.
- H. A major natural disaster affecting much of the U.S. could necessitate rationing.
- I. Food supplies may become contaminated during a disaster.
- J. Foods made available to disaster victims must take into consideration health, age, or religious beliefs of the victims.
- K. USDA is responsible for all food supply after a nuclear attack.

### II. MISSION

The mission of Food Management is to insure:

- A. An adequate stock of food supplies to feed resident and evacuated population plus disaster workers.
- B. A means of feeding the population.
- C. A fair distribution of the food stock to all.
- D. That the food is as free of contamination as possible.

- E. That sufficient seed stock is maintained for replanting.
- F. That non-contaminated feed is available for livestock.

### III. DIRECTION AND CONTROL

- A. The Kentucky Department of Agriculture has the general responsibility for the management of food resources during a local, state, or national emergency. This responsibility continues until such time as federal controls are invoked. This assignment includes the emergency supervision of all potential and actual food supplies within the state.
- B. The State Commissioner of Agriculture has been delegated the authority and mission of carrying out these responsibilities with, if the situation warrants, the activation of a Food Resource Committee to advise him.
- C. Authority to control food stocks and expropriate and distribute food in accordance with policies and procedures established by the Kentucky Department of Agriculture may be delegated to the county judge/executive and the mayors.
- D. USDA will support the Kentucky Department of Agriculture.
- E. USDA will control food supplies at the wholesale and manufacturing level. The state will control food supplies at the retail level.
- F. After a major attack on the United States, or following a President Disaster Declaration, USDA becomes the lead agency and Kentucky Department of Agriculture a support agency.
- G. All responses under this annex will be carried out using the National Incident Management System (NIMS), as set forth in Appendix A-7. Federal support to this annex will be provided under ESF #6 "Mass Care" and ESF #11 "Agriculture" of the National Response Plan. See Appendix A-6.

### IV. CONCEPT OF OPERATIONS

- A. The Kentucky Department of Agriculture is responsible for insuring that food is made available to a community, if requested, during a disaster. Actual preparation of the food and distribution is the responsibility of the local officials.
- B. Normally, it will be expected that food preparation and distribution for mass care will be done by the Red Cross, Salvation Army, or like organizations. Local plans contain information on location of mass feeding units.
- C. Upon delivery of the food to the local government, during an emergency, the food shall be receipted for by an official of that government and be accountable by that government.
- D. The threat or occurrence of a major conventional war, nuclear war, or a national, man-made, natural, or technological disaster will result in governmental control of

food stocks. The policy for handling this situation will be as follows.

1. State

- a. By proclamation of the Governor, food stocks will be frozen for a specific and limited period of time.
- b. The Commissioner of Agriculture will appoint a five-member Food Resource Committee to advise him and the Governor on problems and solutions of food related crises.
- c. The Food Resource Committee will coordinate the movement of all foods within the Commonwealth during the crisis period. All requests for new food supplies from counties will be approved by the Food Resource Committee who will notify a food supplier to deliver the necessary food to the requesting county.
- d. Movement of food from processors, wholesalers and retailers if crisis relocation is ordered will be the responsibility of the Kentucky Emergency Transportation Board (Annex H).
- e. The following information will be maintained by USDA and by the Kentucky Department of Agriculture. The Kentucky Department of Commerce and the Revenue Cabinet's Sales Tax Division can assist in providing this information.
  - 1) A current inventory of all major food sources located within the State;
  - 2) A state-wide inventory of livestock;
  - 3) Current roster of food processors, wholesaler;
  - 4) Other information pertinent to the supply of food for Kentucky.

f. Food Distribution Guidelines

Effective restructuring of the existing food distribution systems requires that each major food distributor modify activities in the following manner, upon advise from the state:

- 1) Cease all shipments to retail outlets in the evacuated areas upon public announcement of the evacuation.
- 2) Commence food shipments to areas hosting evacuees.
- 3) Ship supplies to designated retail outlets in host areas or to designated supply points.

- 4) Ship only necessary commodities.
  - 5) Take advantage of relaxed regulatory constraints commensurate with safe driving practices.
  - 6) Improve equipment utilization. In the short term, minimizing down time and delaying routine maintenance can improve vehicle productivity.
  - 7) Ship only full-pallet loads and full truckloads. In time of emergency, brand sensitivity is not likely to exist among customers. Hence loading orders should be written in terms of full-pallet loads, and all trucks should be loaded to capacity.
  - 8) Obtain additional drivers, mechanics and equipment as needed from the Kentucky Emergency Transportation Boards.
- g. The operations outlined in this annex represent only a portion of the activities, which are essential for a national emergency. Preparation of this annex, however, is predicated upon general guidelines for food support of all citizens. These guidelines are to be incorporated in all levels of planning.
- h. In utilizing emergency maximum food distribution allowance, the following shall be observed:
- 1) Special dietary foods and other special foods may be released by local authorities as needed to provide diets for specific individuals as prescribed by recognized medical authorities.
  - 2) Canned and packaged baby foods may be released for babies in accordance with special ration plans that may be developed by local civil authorities. (Since quantities available are likely to be limited, care should be exercised in the development of such plans.)
  - 3) Special military packaged ration shall be released only to the military.
  - 4) The standard food ration may be exceeded only after maximum substitutions have been made within the framework of the standard and there still remain substantial quantities of food in danger of spoilage if not used immediately.
  - 5) Canned meats (including fish and poultry) and canned mixed foods containing meat and canned cheese may be released only if the total quantity of fresh, frozen, and cured items in the meat groups that are available for distribution falls below 2 pounds per person per week. In such a case, sufficient quantities of these items may be released to increase the total of the meat group items to 2 pounds per person per

week.

- 6) Dry and canned milk (including malted milk and all products containing 50 percent or more of dry milk) will be released only for use by children under 6 years of age, pregnant women and nursing mothers, and then only if the total supply of usable fresh milk that is available in the area is less than the amount that is necessary to supply these two groups with 7 pints per person per week.

i. Farm Production

See Annex BB Agriculture.

j. Rationing

- 1) The Commissioner of Agriculture will immediately follow the Governor's food freeze proclamation issue with a public announcement that the Kentucky Consumer Food Rationing Plan will be put into effect immediately. This announcement will serve the purpose of informing the population that food rationing has become effective, and will notify the food retailers that they must collect a sufficient amount of ration evidence when making food sales. It may also invoke up to a five-day moratorium on over-the counter sales of food, during which time, the retailer may take whatever steps that are necessary and possible to get the store in readiness for selling food on a rationing basis.
- 2) The Kentucky Department of Agriculture will develop a ration card and insure that sufficient quantities of the cards are available for distribution to each county, if federal cards are not issued.
- 3) Restaurants, hotels, cafeterias, and other public eating places, including industrial cafeterias, will be notified as to proper serving portions and advised of possible menus for the dinners that they serve.
- 4) The state Department of Agriculture will assume control of all stocks of food in retail stores, restaurants, hotels, and other eating-places open to the public.
- 5) The Commissioner of Agriculture will initiate a public information program which will: urge people to conserve food supplies they have on hand, give advice on how to get the best food value through economical preparation of food, use of non-conventional foods, the conversion of foods, and the utilization of non-edible parts of meats and vegetables.
- 6) The Department of Agriculture will:

- a) Maintain close scrutiny over all food retailers, including commercial eating establishments, to assure compliance with the ration plan and assist in the equitable distribution of resources among these retailers.
  - b) Work closely with representatives of the U.S. Department of Agriculture to make certain that the state's food wholesalers are complying with the ration plan through the collection of ration points whenever they re-supply retail outlets.
- 7) As the magnitude of the problem becomes more apparent, it may become necessary to revise the assigned point values of the various food items. If such a situation develops while consumer food rationing is still under the management of the state, the Food Resource Committee will make the revision. It shall then be the duty of the Commissioner of Agriculture to notify the county rationing boards of the changes that must be made. Each county shall also notify each retail outlet of the adjustment in point values.
- 8) Food stocks will be made available in accordance to their nutrition value as set forth in "Nutritive Value of Foods". USDA Home and Garden Bulletin #72.

## 2. Local Government

- a. Each County Judge/Executive will appoint as part of the economic stabilization organization a Food Resource Committee that will keep an inventory of food stocks in the county if so directed by the Commissioner of Agriculture.
- b. The Food Resource Committee will advise the County Judge/Executive through the local EM Coordinator of existing and expected food supply needs.
- c. The Food Resource Committee will designate one site within the county as the receiving point for all food requested from the State Food Resource Committee. All foods will be received at the receiving point and either unloaded there or directed to an unloading point.
- d. The Food Resource Committee is responsible for documenting all food received and all food dispersed.
- e. Re-supplying Retail Outlets
  - 1) When the retailer's shelves are depleted to the point where the store must restock, he shall contact his regular wholesale outlet. If rationing is in effect, it will not be possible for the retailer to obtain additional food stocks without the surrender of a sufficient number of ration

points. Consequently, each retailer should retain the ration stubs that are accumulated for eventual redemption in a manner prescribed by the Kentucky Department of Agriculture.

- 2) In the event that retailer is unable to re-supply from regular wholesale outlets, the retailer will contact the local Food Resource Committee which will indicate new supply sources for the retailer needing such re-supply.
- 3) In cases where the wholesaler remains in business but some of retail outlets are inactive, the Food Resource Committee will designate new retail outlets for the wholesaler. It is the assignment of the Kentucky Department of Agriculture to audit the issuance of food by the wholesaler to ascertain that all retailers have, in all cases, collected ration evidence when releasing food to retail customers. The manner in which the wholesaler will dispose of these ration points will be determined by the Kentucky Department of Agriculture.

f. Rationing

- 1) At a time selected by the Governor or the President, the citizens of each county within the Commonwealth will assemble at designated sites for the purpose of registering for emergency allocations of food. The Governor or President will determine the period of this registration in days, and the registration sites will be selected by the County Judge/Executive of the jurisdiction.
- 2) The county economic stabilization board will be responsible for the food ration card registration.
- 3) Patients of hospitals and sanitariums, both public and private, inmates of mental hospitals, orphanages or similar institutions, including federal, state, county and city, will be registered at their place of residence.
- 4) The following procedure will be observed in the registration of the population: Each resident, unless otherwise provided for, will present himself at the appointed time before the county economic stabilization board. Each person will give the board members his/her name and address within that county. After this information has been supplied the person will sign the card, and the board chairman, or representative, countersigns it, affixing card number, board number, and the date of issue.
- 5) Commercial eating establishments, public institutions, and mass feeding centers will be advised by the county food resource committee on menus and serving portions that would approximate the permissible food allotment per consumer for one or more meals when rationing is

in effect. Ration stubs will be collected at the time of service from the consumer. These ration points, in turn, will be passed on by the commercial eating establishment manager to suppliers when he makes food purchases.

#### E. Shelter Stocking

Most shelters contain little or no food plus other items needed to maintain life for an extended shelter period. Persons going to shelters will be advised to bring food, medicine and other supplies.

#### F. Operational Readiness Phase

##### 1. Preparedness Phase

- a. Review and update relocation plans, establishing requirements for food supplies and logistical support for those supplies within the host area after general relocation.
- b. Update inventories of manpower, equipment and supplies available.
- c. Update list of farms, farm supply companies, food retailing and wholesalers within the county and feeding establishments.
- d. Review plans for procurement and control of food.
- e. Contact all areas of the food process chain and review their plans regarding their operation.
- f. Coordinate mass feeding plan with welfare services.
- g. Educate the public to food conservation.
- h. Provide information to the farmer on protecting his crops and livestock.
- i. Develop and train organization.
- j. Take part in test exercises.
- k. Prepare necessary forms and news releases.
- l. Identify unmet food supply needs.
- m. Upon instructions from The Governor or representative shift to Response Phase.

##### 2. Response Phase



a. Increased Readiness Phase

- 1) Complete all steps not completed under Preparedness Phase.
- 2) Inform food industry personnel to prepare for Governor's or President's food order if applicable.
- 3) Prepare for emergency supplies of food to be delivered to mass feeding centers.
- 4) Prepare to maintain control of supply and procurement of food and monitor lines of supply.
- 5) Prepare to serve as liaison to food industry to expedite essential products and services.
- 6) Alert food management organization and conduct needed training.
- 7) Upon instructions from the Governor or representative shift to Emergency Operation Period or return to Preparedness Phase.

b. Emergency Operation Period

- 1) Complete all steps not completed under Preparedness Phase or Increased Readiness Period.
- 2) Carry out life saving and damage limiting operations.
- 3) Advise counties to open a food reception center if food stock is to be shipped to that county.
- 4) Issue food freeze order if necessary.
- 5) Insure mass feeding centers are manned and put into process procedures to keep them supplied.
- 6) Start food rationing if necessary.
- 7) Keep records on workers made available, work undertaken and hours worked.
- 8) Upon instructions from the Governor or representative shift to Recovery Phase.

3. Recovery Phase

- a. Carry out operations as directed by EOC.

- b. Upon instructions from the Governor or representative shift to Preparedness or Response Phase.
  - c. Upon reverting to Preparedness Phase, survey organization for cost of preparing for and conducting operation, and critique operation for updating plan and standard operating procedures.
- G. Increased Readiness Levels will be initiated by KyEM based on information furnished by the federal government and other sources. The required actions are explained in Annex D of this plan.
- H. Reports concerning the availability of food in the county will be made to FEMA in conformity with Annex U.

V. ADMINISTRATIVE SUPPORT

- A. Administrative support will be provided by USDA Food and Agriculture Council, restaurant retailers, food wholesalers and farm supply companies. The Department of Agriculture Coordinator is responsible for organizing these groups into an effective Food Resource Management Committee.
- B. Augmentation and training of the emergency organization will be carried out as set forth in CPG 1-7 - "Guide for Increasing Local Government Civil Defense Readiness During Period of International Crisis."

VI. GUIDANCE PUBLICATIONS

- A. Food System Support CPG 2-8.1 and CPG 2-8.2
- B. Guidance for Development of an Emergency Fallout Shelter Stocking Plan, CPG 1-19, July 1978
- C. Natural Disaster Assistance Available From USDA-PA 1328
- D. Emergency Operations Handbook for USDA State and County Emergency Personnel
- E. Memorandum of Understanding Between USDA and KyDOA, Ky Notice DP-2
- F. Food in a National Emergency, PA 1197
- G. Seed in a National Emergency, PA 1271
- H. Fertilizer in a National Emergency, PA 1275
- I. Farm Equipment and Repair Parts in a National Emergency, PA 1284
- J. Feed in a National Emergency, PA 1283

K. Defense Food Order No. 1-6

VII. APPENDICES

S-1 General Guidelines for Food Support

S-2 RESERVED FOR FUTURE USE

S-3 Defense Food Suborder No.2A of Defense Food Order No.2

S-4 RESERVED FOR FUTURE USE

# APPENDIX S-1 GENERAL GUIDELINES FOR FOOD SUPPORT

	<u>LONG TERM EVACUATION AREA ACTIVITIES</u>	<u>SHELTER AREA ACTIVITIES</u>
<u>PRODUCERS</u>	Continue any agricultural activity of national, regional, or local significance. (Little significant agricultural production currently occurs in risk area.)	Continue all agricultural activity
<u>PROCESSORS</u>	Continue only those processing activities that lead to production of commodities included in emergency standards and that either are national or regional in scope or command a significant share of the local market.  Encourage workers in discontinued processing activities to transfer their skills to similar host area processing facilities.	Continue all food processing activity, expanding operations where possible through the use of relocated workers and unused capacity.
<u>WHOLESALEERS</u>	Continue to operate all chain and independent wholesale operations that command a significant (i.e., over 10%) share of the local market.  Augment transportation fleet and driver pool as required.  Increase vehicle and driver productivity by taking advantage of waived driver restrictions and weight limitations; minimizing down-time; relaxing maintenance requirements; increasing vehicle loads; loading only full-pallets quantities; and shipping only necessary commodities  Empty smaller warehouses as quickly as possible, transferring goods to host area congregate care facilities and warehouses. Encourage workers in discontinued operations to seek employment in host area warehouses.	Continue all food warehousing and distribution activities, expanding operations where possible through the use of commandeered space worker overtime, and relocated workers.  Augment transportation fleet and driver pool as required.  Increase vehicle and driver productivity by taking advantage of waived driver restrictions and weight limitations; minimizing down-time; relaxing maintenance requirements; increasing vehicle loads; loading only full-pallet quantities; and shipping only necessary commodities

## RETAILERS

Observe price controls and single purchase limitations established nationally during pre-crisis period and evacuation period.

As inventories and personnel permit, remain open during evacuation period

Supplies to risk area retail outlets will be terminated when the relocation order is given.

Then close operations for duration of crisis relocation period and report remaining inventories to USDA County Food and Agriculture Council.

Chain stores arrange for employees to transfer to chain's host area outlets for duration of emergency. Employees of independent stores are encouraged to seek employment in host area retail outlets.

## PREPARERS AND SERVERS

Chain restaurants with host area outlets should transport inventories to these outlets and reassign workers to host area operations

Fast food operations should prepare as many meals as possible during the evacuation period and make them available at evacuation staging area.

Caterers should relocate all mobile food preparation equipment and as much of their inventories as possible to host area.

Institutions and stores with equipment for large scale food preparation should transport inventories and equipment to host area.

Observe price controls, single purchase limitations, rationing plans, and coupon redemption policies established nationally during pre-crisis period and duration of crisis relocation.

Continue all retail food operations, expanding as required by using added personnel relocated from risk area; extending business hours authorizing overtime work; stocking at night; and identifying and using expedient nearby storage space.

Restaurants and kitchen-equipped institutions should expand operations by using additional personnel relocated from risk area; enlarging seating capacity; and identifying and using expedient nearby storage space (garages, etc.)

Large-scale mass feeding operations in kitchen-equipped institutions will be supervised by disaster agencies such as the Red Cross

Distribute food preparation equipment and incoming inventories as needed among institutions, restaurants, congregate care facilities, and private residences with hosting capacity

CONSUMERS

Avoid hoarding in pre-crisis period

Transport as much non-perishable food to host area as is permitted by home stocks and mode of transportation. A one to two week supply should suffice.

Avoid hoarding in pre-crisis period

Encourage host area residents to provide shelter and food to members of relocated population.

CONTROLS

Price regulations and liberal single-purchase limitations at retail outlets during pre-crisis and evacuation periods

Price regulation and conservative single-purchase limitations and retails outlets during pre-crisis period.

Price regulation and coupon rationing at retail outlets, restaurants, and mass feeding facilities during crisis relocation.

## APPENDIX S-2

RESERVED FOR FUTURE USE

APPENDIX S-3  
DEFENSE FOOD SUBORDER NO. 2A OF  
DEFENSE FOOD ORDER NO. 2

USDA NATIONAL EMERGENCY MAXIMUM FOOD DISTRIBUTION ALLOWANCE

This standard for food consumption is for use by food processors and wholesalers to assure conservation and equitable distribution of the food supply in a defense emergency. It establishes the maximum distribution level to consumer outlets of between 2,000 and 2,500 calories per person per day depending upon the foods available.

This standard is compatible with the one to be used by State and local governments in establishing the per person ration level for civilians. The only difference is that fresh fluid milk and fresh fruits and vegetables are omitted from Table 1 of this appendix because they are exempt from Defense Food Order No. 2, but are included in the standard to be used by State and local governments because these foods are to be considered by those governments in establishing the per person ration level. The ration level for milk is 7 pints per person per week and for fresh and frozen fruits and vegetables is 4 pounds. Thus, if local supplies permit a full allowance of 4 pounds of fresh fruits and vegetables, the frozen would be held for later distribution if proper refrigeration facilities are available.

This appendix contains three tables.

1. Table 1 shows the maximum food distribution allowance per person per week under emergency conditions.
2. Table 2 prescribes acceptable substitutions, which may be made among foods in Table 1 if the full amounts shown in Table 1 are not available.
3. Table 3 prescribes the substitution rates for canned, dry, and concentrated foods when neither fresh and/or frozen is available.

**USDA NATIONAL EMERGENCY MAXIMUM FOOD DISTRIBUTION**



Table 1 - Food Allowance Per Person Per Week

Food Groups and Food Items	Amount Per Week
<u>Meat and Meat Alternates</u> (Fresh, frozen, and cured meat, poultry, fish, shellfish; cheese; and nuts)	3 lbs. boneless 4 lbs. bone in
<u>Eggs</u>	6 eggs
<u>Milk (fluid)</u> If no fluid milk is available, see Table 3.	Not limited
<u>Cereals and Cereal Products</u> (Flour including mixes, fresh bakery products, corn meal, rice, hominy, macaroni, and breakfast cereals)	4 lbs.
<u>Fruit and Vegetables</u> Frozen	2 lbs.
<u>Food Fats and Oils</u> (Butter, margarine, lard, shortening, salad and cooking oil)	1 lbs.
<u>Potatoes (White and Sweet)</u>	2 lbs.
<u>Sugars, Syrups, Honey &amp; Other Sweets</u>	1 lb.

**USDA NATIONAL EMERGENCY MAXIMUM FOOD DISTRIBUTION ALLOWANCE**

Table 2 - Acceptable Substitutes  
(Among Foods in Table 1)

Unit	Equiv. Unit		
<u>Meat and Meat Alternates</u>			
1 lb. meat		lb.	cereal and cereal products
		lb.	food fats and oils
	2	lb.	potatoes
	12		eggs
<u>Eggs</u>			
6 eggs		lb.	meat and meat alternates
		lb.	cereal and cereal products
	10	oz.	frozen whole eggs
<u>Milk (fluid)</u>			
1 pint	2/5	lb.	meat and meat alternates
	1/5	lb.	cereal and cereal products
<u>Cereals and Cereal Products</u>			
1 lb.	2	lbs.	meat and meat alternates
	5	lbs.	potatoes (white and sweet)
<u>Food Fats and Oils</u>			
1 lb.	4	lbs.	meat and meat alternates
	2	lbs.	cereals and cereal products
<u>Potatoes</u>			
1 lb.	1/5	lb.	cereal and cereal products
	2	lbs.	fresh fruits and vegetables

USDA NATIONAL EMERGENCY MAXIMUM FOOD DISTRIBUTION ALLOWANCE

Table 3 - Substitution Rates for Canned, Dry and Concentrated Foods

Unit	Equiv. Unit		Subst. Foods or Food Groups
<u>Meat and Meat Alternates</u>			
1 lb. boneless	1	lb.	canned meats, poultry and fish
	2	lbs.	canned pork and beans
	2	lbs.	canned meat mixtures such as hash, chili, stew, spaghetti and meatballs, etc
	1	lbs.	dry beans and peas
<u>Eggs</u>			
6 eggs	3	oz.	dried whole eggs
<u>*Milk (fluid)</u>			
1 pint	8	oz.	canned evaporated milk
	3	oz.	canned condensed milk
	2	oz.	dried milk, whole
	3	oz.	dried milk, non-fat solids
	3	oz.	malted milk, dry powder
*7 pints maximum per person per week.			
<u>Fruits and Vegetables - frozen</u>			
1 lb.	2/3	lb.	canned fruits and vegetables
<u>Food Fats and Oils</u>			
1 lb.	1	lb.	canned food fats and oils
<u>Potatoes</u>			
1 lb.	3	oz.	dried potato flakes

## APPENDIX S-4

RESERVED FOR FUTURE USE